



~~February 21, 2006 CPC~~
~~March 21, 2006 CPC~~
April 26, 2006 BS

STAFF'S
REQUEST ANALYSIS
AND
RECOMMENDATION

06SN0178

The Reeds Landing Corporation

Matoaca Magisterial District
Ettrick Elementary, Matoaca Middle and Mataoca High Schools Attendance Zones
North line of Hickory Road

REQUEST: Rezoning from Agricultural (A) to Residential (R-15).

PROPOSED LAND USE:

A single-family residential subdivision with a minimum lot size of 15,000 square feet is planned. A maximum of 330 dwelling units would be permitted, yielding a density of approximately 1.6 dwelling units per acre. (Proffered Condition 5)

PLANNING COMMISSION RECOMMENDATION

RECOMMEND DENIAL.

AYES: MESSRS. WILSON, GECKER, BASS AND LITTON.
ABSENT: MR. GULLEY.

STAFF RECOMMENDATION

Recommend denial for the following reason:

While the proposed density complies with the Southern and Western Area Plan, the proposal fails to provide for adequate transportation improvements as recommended by the Thoroughfare Plan, a component of the Comprehensive Plan.

(NOTE: THE ONLY CONDITION THAT MAY BE IMPOSED IS A BUFFER CONDITION. THE PROPERTY OWNER(S) MAY PROFFER OTHER CONDITIONS. THE CONDITIONS NOTED WITH "STAFF/CPC" WERE AGREED UPON BY BOTH STAFF AND THE

COMMISSION. CONDITIONS WITH ONLY A "STAFF" ARE RECOMMENDED SOLELY BY STAFF. CONDITIONS WITH ONLY A "CPC" ARE ADDITIONAL CONDITIONS RECOMMENDED BY THE PLANNING COMMISSION.)

PROFFERED CONDITIONS

1. Dedications.

- a. In conjunction with recordation of the initial subdivision plat or within sixty (60) days from a written request by the Transportation Department, whichever occurs first, forty-five (45) feet of right-of-way on the north side of Hickory Road, measured from the centerline of that part of Hickory Road immediately adjacent to the property, shall be dedicated, free and unrestricted, to and for the benefit of Chesterfield County.
- b. In conjunction with recordation of the initial subdivision plat, a ninety (90) foot wide right-of-way for a north/south major arterial (the "North/South Arterial") from Hickory Road to the northern property line shall be dedicated, free and unrestricted, to and for the benefit of Chesterfield County. The exact location of this right-of-way shall be approved by the Transportation Department. (T)

2. Access.

- a. Direct vehicular access from the property to Hickory Road shall be limited to two (2) public roads, the North/South Arterial and one (1) other public road. The North/South Arterial shall align the Russwood Road intersection. The exact location of these public roads shall be approved by the Transportation Department.
- b. Direct vehicular access from the property to the North/South Arterial shall be limited to one (1) public road. The exact location of this public road shall be approved by the Transportation Department. (T)

3. Road Improvements.

To provide an adequate roadway system, the developer shall provide the following road improvements with initial development of the property:

- a. Construction of a two-lane road for the North/South Arterial, based on VDOT Urban Minor Arterial Standards (50 MPH) with modifications approved by the Transportation Department, from Hickory Road to the north approximately 1700 feet. The exact length of this improvement shall be approved by the Transportation Department.

- b. Construction of additional pavement along the North/South Arterial at its intersection with Hickory Road to provide a three-lane typical section (i.e., one (1) northbound lane and two (2) southbound lanes). The exact length of these improvements shall be approved by the Transportation Department.
- c. Construction of additional pavement along the North/South Arterial at the approved public road intersection to provide left and right turn lanes, based on Transportation Department standards.
- d. Construction of additional pavement along Hickory Road at each approved public road intersection, including at the North/South Arterial intersection, to provide left and right turn lanes, based on Transportation Department standards.
- e. Widening/improving the north side of Hickory Road to an eleven (11) foot wide travel lane, measured from the centerline of the existing pavement, with an additional one (1) foot wide paved shoulder plus a seven (7) foot wide unpaved shoulder and overlaying the full width of Hickory Road with one and one-half (1.5) inches of compacted bituminous asphalt concrete, with modifications approved by the Transportation Department, for the entire property frontage.
- f. Dedication to Chesterfield County, free and unrestricted, of any additional right-of-way (or easements) required for the improvements identified above. (T)

4. Cash

The applicant, subdivider, or assignee(s) shall pay the following to the County of Chesterfield, prior to the issuance of a building permit, for infrastructure improvements within the service district for the property:

- a. \$15,600 per dwelling unit, if paid prior to July 1, 2006; or
- b. The amount approved by the Board of Supervisors not to exceed \$15,600 per dwelling unit adjusted upward by any increase in the Marshall and Swift Building Cost Index between July 1, 2005 and July 1 of the fiscal year in which the payment is made if paid after June 30, 2006.
- c. Cash proffer payments shall be spent for the purposes proffered or as otherwise permitted by law. (B&M)

5. Density. The total number of dwelling units shall not exceed 330. (P)

6. Manufactured Homes.

- (a) Manufactured homes shall not be permitted on the Property.
- (b) The following shall be recorded as a restrictive covenant in conjunction with the recordation of any subdivision plat for the property. "No manufactured homes shall be allowed to become a residence, temporary or otherwise." (P)

7. The Community Identification Sign shall be similar in appearance to the photograph titled Exhibit "A", shall be of brick construction, and shall have a maximum area of twenty-five square feet. (P)

8. The fifty (50') foot buffer required by Ordinance along Hickory Road shall be maintained in open space. Prior to the recordation of the initial subdivision plat, the developer shall build a wooden four board fence, as depicted in the photograph marked Exhibit "B" within the fifty (50') buffer. Such fence shall run generally parallel to Hickory Road, along the entire length of the property frontage. The exact location and design shall be approved by the Planning Department at the time of tentative subdivision review. (P)

GENERAL INFORMATION

Location:

North line of Hickory Road at its intersection with Halloway Avenue. Tax IDs 781-618-6468; 782-619-6148; 784-619-4378; and 784-620-1961 (Sheets 41 and 45).

Existing Zoning:

A

Size:

205.1 acres

Existing Land Use:

Vacant

Adjacent Zoning and Land Use:

North, East and West – A; Single-family residential or vacant
South - A & R-7; Single-family residential, public/semi-public (Matoaca Middle School East Campus & a church) or vacant

UTILITIES

Public Water System:

A sixteen (16) inch water line extends along Holloway Road and west along Hickory Road. This water line is adjacent to the southwestern corner of this site. This site is within an area required by the Southern and Western Area Plan to use public water.

Per Utilities Department Design Specifications (DS-21), wherever possible, two (2) supply points shall be provided for subdivisions containing more than twenty-five (25) lots.

Public Wastewater System:

There is an existing eighteen (18) inch wastewater trunk line extending along Old Town Creek approximately 9,250 feet east of this site. This site is within the Old Town Creek drainage basin. This area is required to use public wastewater by the Southern and Western Area Plan. An off-site extension of approximately 9,250 feet as well as extending on-site the wastewater truck line along the creek boundary to the westernmost property line will be required with development of this site.

ENVIRONMENTAL

There are no known on- or off-site drainage or erosion problems and none are anticipated after development. The subject property drains to Big Branch and then via Big Branch to Old Town Creek. Big Branch which forms the northern boundary line of the property, is a perennial stream and, as such, is subject to a 100 foot conservation area. The majority of the property outside of the Resource Protection Area (RPA) area is open farm fields.

PUBLIC FACILITIES

The need for fire, school, library, park and transportation facilities is identified in the Public Facilities Plan, the Thoroughfare Plan and the Capital Improvement Program. This development will have an impact on these facilities.

Fire Service:

The Public Facilities Plan indicates that fire and emergency medical service (EMS) calls are expected to increase forty-four (44) to seventy-eight (78) percent by 2022. Six (6) new fire/rescue stations are recommended for construction by 2022 in the Plan. In addition to the six (6) new stations, the Plan also recommends the expansion of five (5) existing stations. Based on 330 dwelling units, this development will generate approximately seventy-six (76) calls for fire and emergency medical service each year. The applicant has addressed the impact of this development on fire services. (Proffered Condition 4)

The Matoaca Fire Station, Company Number 8 currently provides fire protection and emergency medical service. When the property is developed, the number of hydrants, quantity of water needed for fire protection, and access requirements will be evaluated during the plans review process.

Schools:

Approximately 175 students will be generated by this development. Currently, this site lies in the Ettrick Elementary School attendance zone: capacity - 615, enrollment – 514; Matoaca Middle School zone: capacity - 1,436, enrollment - 1,069; and Matoaca High School zone: capacity - 1,594, enrollment - 1,737. The enrollment is based on September 30, 2005 and the capacity is as of 2005-2006.

This development will have an impact on schools. There are currently two (2) trailers at Ettrick Elementary and three (3) at Matoaca Middle.

This case, combined with other tentative residential developments and zoning cases in the zones will continue to push these schools to capacity, especially at the high school level. This case could necessitate some form of relief in the future.

The applicant has addressed the impact of the development on schools. (Proffered Condition 4)

Libraries:

Consistent with the Board of Supervisors' policy, the impact of development on library services is assessed countywide. Based on projected population growth, the Public Facilities Plan identifies a need for additional library space throughout the County.

Development of property in this area would most likely affect the existing Ettrick-Matoaca Library. The Public Facilities Plan identifies a need for additional library space in the Ettrick-Matoaca area. The applicant has addressed the impact on library facilities. (Proffered Condition 4)

Parks and Recreation:

The Public Facilities Plan identifies the need for three (3) new regional parks, seven (7) community parks, twenty-nine (29) neighborhood parks and five (5) community centers by 2020. In addition, the Public Facilities Plan identifies the need for ten (10) new or expanded special purpose parks to provide water access or preserve and interpret unique recreational, cultural or environmental resources. The Plan identifies shortfalls in trails and recreational historic sites.

The applicant has addressed the impact of this proposed development on parks and recreation facilities. (Proffered Condition 4)

Transportation:

The property (205.1 acres) is currently zoned Agricultural (A), and the applicant is requesting rezoning to Residential (R-15). The applicant has proffered a maximum density of 330 lots (Proffered Condition 5). Based on single-family trip rates, development could generate 3,120 average daily trips. These vehicles will be initially distributed along Hickory Road, which had a 2004 traffic count of 2,383 vehicles per day. The Transportation Department cannot support this request because the applicant has not adequately addressed the traffic impact.

The Thoroughfare Plan identifies Hickory Road as a major arterial with a recommended right of way width of ninety (90) feet. The applicant has proffered to dedicate forty-five (45) feet of right of way measured from the centerline of Hickory Road, in accordance with that Plan. (Proffered Condition 1.a)

The Thoroughfare Plan identifies: 1) a proposed north/south major arterial extending through the property and connecting Hickory road at Halloway Avenue with Woodpecker Road at Matoaca Road; 2) a north/south major arterial east of the subject property, extending from River Road, crossing Hickory Road and Woodpecker Road, and then extending north to Branders Bridge Road; and 3) an east/west major arterial connecting both north/south major arterials with Woodpecker Road east of the property. All of these proposed major arterials have recommended right of way widths of ninety (90) feet. Both north/south major arterials are not necessary for the anticipated growth in this area. Staff supports modifying the Thoroughfare Plan by: 1) deleting the north/south arterial connecting Hickory Road at Halloway Avenue with Woodpecker Road at Matoaca Road; 2) relocating a section of the north/south major arterial east of the subject property to intersect Hickory Road at Russwood Road; and 3) deleting a short section of the east/west major arterial. Consistent with that modification, the applicant has proffered to dedicate a ninety (90) foot wide right of way for a north/south major arterial (i.e., the "North/South Arterial") from Hickory Road at the Russwood Road intersection northward through the property. (Proffered Condition 1.b)

Access to major arterials, such as Hickory Road and the North/South Arterial, should be controlled. The applicant has proffered that direct access from the property to Hickory Road will be limited to two (2) public roads; the North/South Arterial and one (1) additional public road (Proffered Condition 2.a). The applicant has also proffered that direct access from the property to the North/South Arterial will be limited to one (1) public road. (Proffered Condition 2.b)

The traffic impact of this development must be addressed. Staff cannot support the request because the applicant is unwilling to construct the entire length of the North/South Arterial through the property, a total distance of approximately 4,000 feet. The applicant has proffered to construct less than half the total distance of the North/South Arterial. Specifically, the applicant has proffered to: 1) construct the North/South Arterial as a two-lane road from Hickory Road to the north approximately 1,700 feet; 2) construct additional pavement along the North/South Arterial at its intersection with Hickory Road to provide a three-lane typical section (i.e., one (1)

northbound lane and two (2) southbound lanes); 3) construct additional pavement along the North/South Arterial at the approved public road intersection to provide left and right turn lanes, based on Transportation Department standards; 4) construct additional pavement along Hickory Road at each approved public road intersection, including at the North/South Arterial intersection, to provide left and right turn lanes, based on Transportation Department standards; and 5) widen/improve the north side of Hickory Road to an eleven (11) foot wide travel lane, measured from the centerline of the existing pavement, with an additional one (1) foot wide paved shoulder plus a seven (7) foot wide unpaved shoulder, and overlaying the full width of the road with asphalt for the entire property frontage (Proffered Condition 3). Based on Transportation Department standards, it is anticipated that a left turn lane along the North/South Arterial at the public road intersection will be required, and that left and right turn lanes along Hickory Road at both public road intersections will be required. According to Proffered Condition 3, all of these improvements will be provided with initial development on the property.

Area roads need to be improved to address safety and accommodate the increase in traffic generated by this development. Hickory Road will be directly impacted. Sections of Hickory Road have approximately twenty (20) foot wide pavement with no shoulders. The capacity of that section of Hickory Road is acceptable (Level of Service B) for the volume of traffic it carries (2,383 VPD).

The applicant has also proffered to contribute cash, in an amount consistent with the Board of Supervisors' Policy, towards mitigating the traffic impact of the residential development (Proffered Condition 4). As development continues in this part of the county, traffic volumes on area roads will substantially increase. Cash proffers alone will not cover the cost of the improvements needed to accommodate the traffic increases. No public road improvements in this part of the county are currently included in the Six-Year Improvement Plan.

As previously stated, the applicant is unwilling to construct the entire length of the North/South Arterial through the property; therefore, the Transportation Department cannot support the request.

Financial Impact on Capital Facilities:

		PER UNIT
Potential Number of New Dwelling Units	330*	1.00
Population Increase	897.60	2.72
Number of New Students		
Elementary	76.89	0.23
Middle	42.90	0.13
High	55.77	0.17
TOTAL	175.56	0.53
Net Cost for Schools	1,764,840	5,348
Net Cost for Parks	199,320	604
Net Cost for Libraries	115,170	349
Net Cost for Fire Stations	133,650	405
Average Net Cost for Roads	2,950,860	8,942
TOTAL NET COST	5,163,840	15,648

* Based on a proffered maximum yield of 330 dwelling units (Proffered Condition 5). The actual number of units and corresponding impact may vary.

As noted, this proposed development will have an impact on capital facilities. Staff has calculated the fiscal impact of every new dwelling unit on schools, roads, parks, libraries, and fire stations at \$15,648 per unit. The applicant has been advised that a maximum proffer of \$15,600 per unit would defray the cost of the capital facilities necessitated by this proposed development. Consistent with the Board of Supervisors' policy, and proffers accepted from other applicants, the applicant has offered cash to assist in defraying the cost of this proposed zoning on such capital facilities. (Proffered Condition 4)

Note that circumstances relevant to this case, as presented by the applicant, have been reviewed and it has been determined that it is appropriate to accept the maximum cash proffer in this case.

LAND USE

Comprehensive Plan:

Lies within the boundaries of the Southern and Western Area Plan which suggests the property is appropriate for residential 1.01 to 2.5 dwelling units per acre.

Area Development Trends:

The majority of the surrounding properties are zoned Agricultural (A) and are occupied by single-family residential uses on acreage parcels or are vacant. Matoaca Middle School East Campus is located on property immediately south of the request property. A small area to the south is zoned Residential (R-7) and is occupied by a church. It is anticipated that residential use will continue in the area at densities suggested by the Plan.

Density:

Proffered Condition 3 limits development to a maximum of 330 dwelling units yielding a density of approximately 1.6 units per acre, consistent with the recommendations of the Southern and Western Area Plan.

Use Limitations:

To address concerns expressed by area citizens, Proffered Condition 6(a) precludes manufactured homes. The Ordinance also precludes manufactured homes. The proffer has been offered in anticipation of a potential State Law change which may require localities to allow manufactured homes in residential districts. If the State Law is amended, depending upon the adopted language, this proffer may or may not be enforceable in the future.

Restrictive Covenants:

Proffered Condition 6(b) requires restrictive covenants be recorded which preclude manufactured homes. It is important to note that the County will only ensure the recordation of the covenant and will not be responsible for its enforcement. Once the covenant is recorded, it can be changed.

Community Identification Sign:

Proffered Condition 7 requires the community identification sign to be similar in appearance to the sign in Exhibit A.

Fencing:

Proffered Condition 8 requires a four (4) foot board fence to be installed within the buffer along Hickory Road as depicted in Exhibit B.

CONCLUSIONS

While the proposed density complies with the Southern and Western Area Plan, the proposal fails to provide for adequate transportation improvements, as recommended by the Thoroughfare Plan, a component of the Comprehensive Plan. Given this consideration, denial of this request is recommended.

CASE HISTORY

Planning Commission Meeting (2/21/06):

On their own motion, the Commission deferred this case to March 21, 2006.

Staff (2/22/06):

The applicant was advised in writing that any significant, new or revised information should be submitted no later than February 27, 2006, for consideration at the Commission's March 21, 2006, public hearing.

Applicant, Staff, Matoaca District Planning Commissioner and Area Residents (3/17/06):

A meeting was held to discuss the request. Citizens expressed concerns relative to traffic, impact on capital facilities, development within rural area, proposed density, lack of proposed open space in the development, drainage and on-site graveyards.

Applicant (3/20/06):

Additional proffered conditions were submitted.

Planning Commission Meeting (3/21/06):

The applicant did not accept the recommendation. There was opposition present. Concerns were expressed regarding the condition of area roads; density; rural character; impact on capital facilities; protection of graves; drainage and erosion; adjacent shooting range; impacts to police and fire; and rate of growth in area.

Mr. Bass stated that area roads are not in shape to handle additional development; that the north/south road should be constructed across the entire length of the property; that the proposed density was too high; the rural character was not being maintained; and the only open space being preserved is within Resource Protection Areas (RPAs).

The Commission had concerns with the case as presented; wanting guarantees; being in the wrong place at the wrong time; issues with infrastructure; cash in lieu of road.

The Commission expressed concerns that representations of the quality of the development (i.e., sidewalks, landscaping, open space, quality of housing) were not

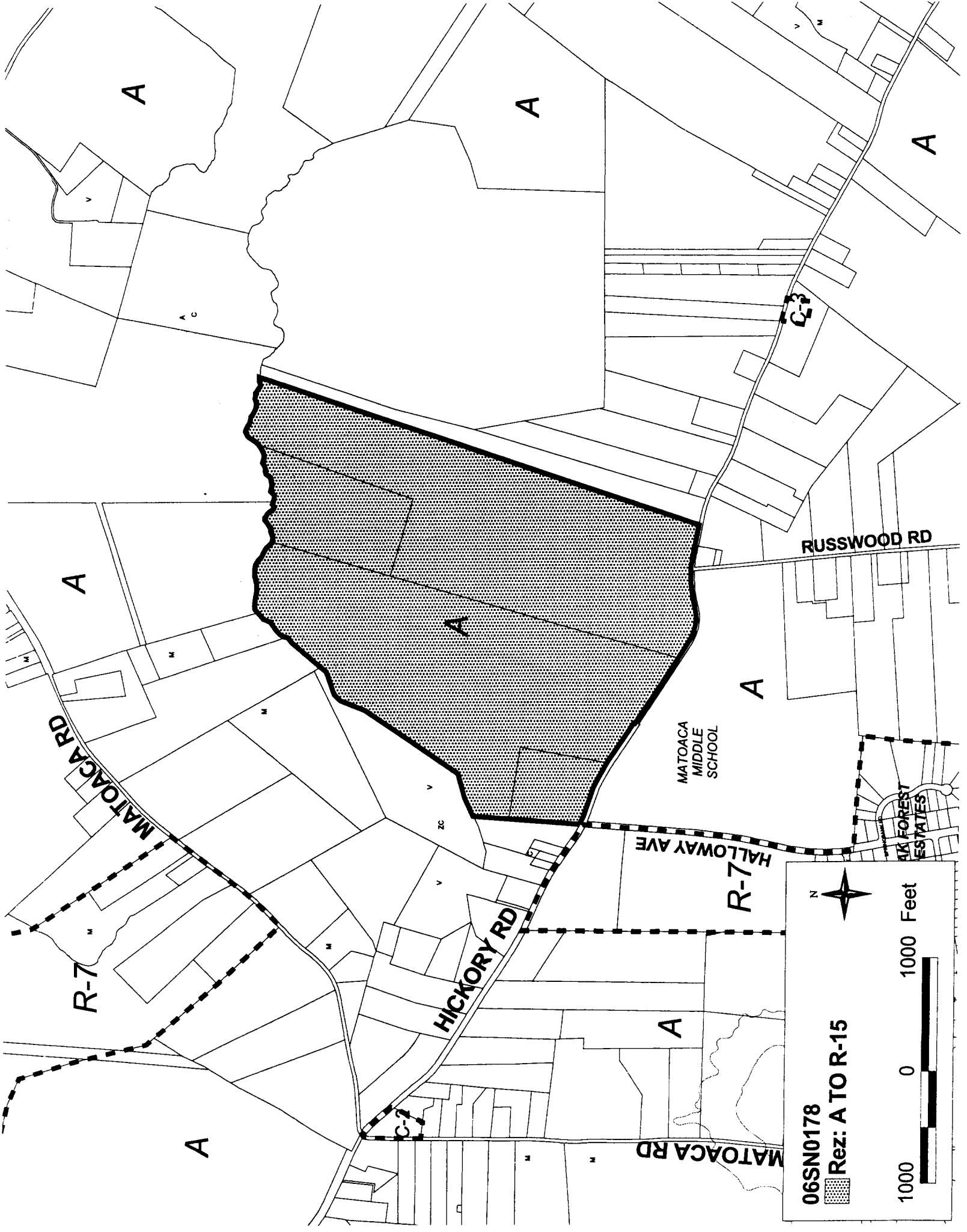
guaranteed by conditions; that the development was premature; and there is insufficient infrastructure to accommodate the development.

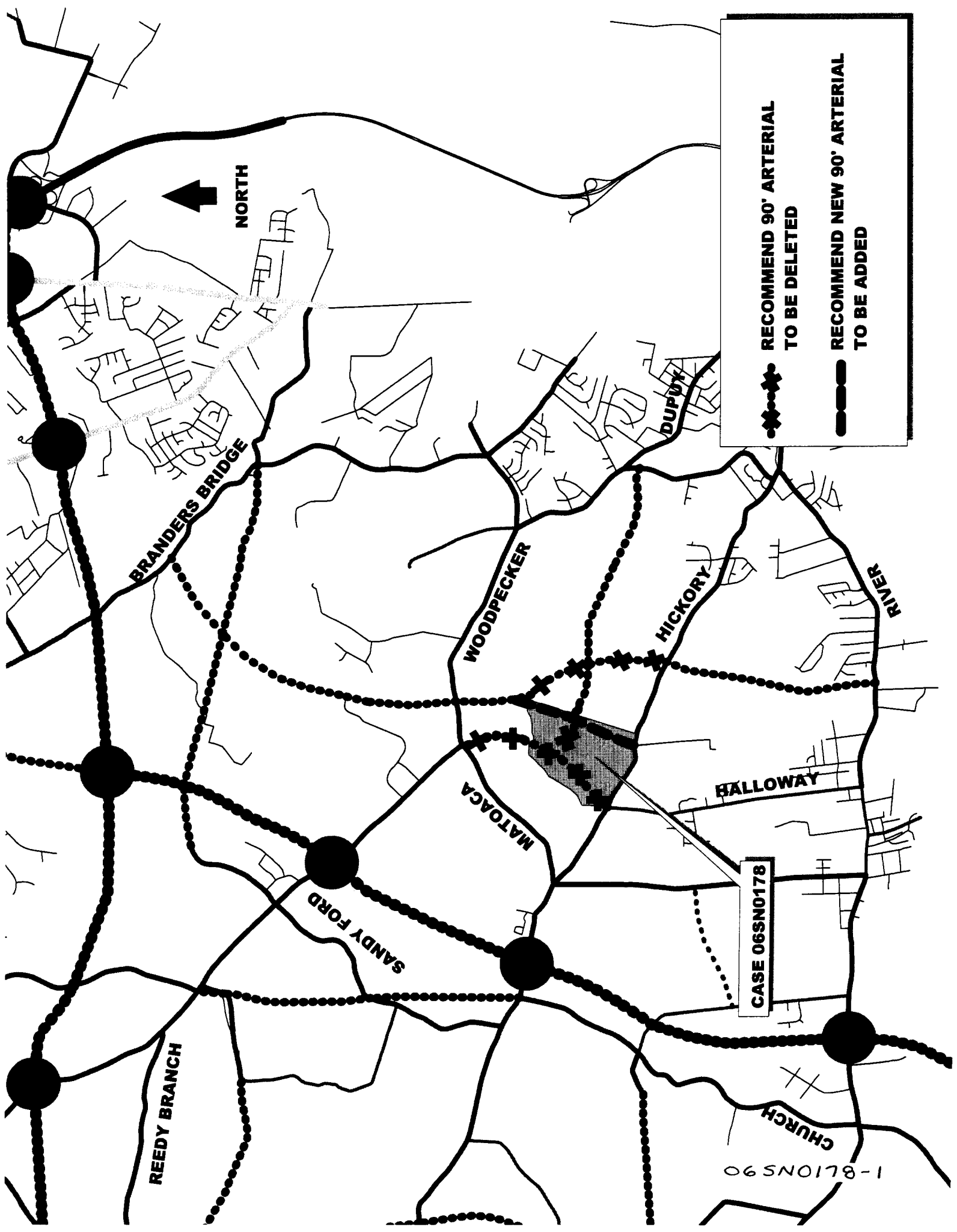
On motion of Mr. Bass, seconded by Mr. Gecker, the Commission recommended denial.


AYES: Messrs. Wilson, Gecker, Bass and Litton.


ABSENT: Mr. Gulley.

The Board of Supervisors, on Wednesday, April 26, 2006, beginning at 7:00 p.m., will take under consideration this request.



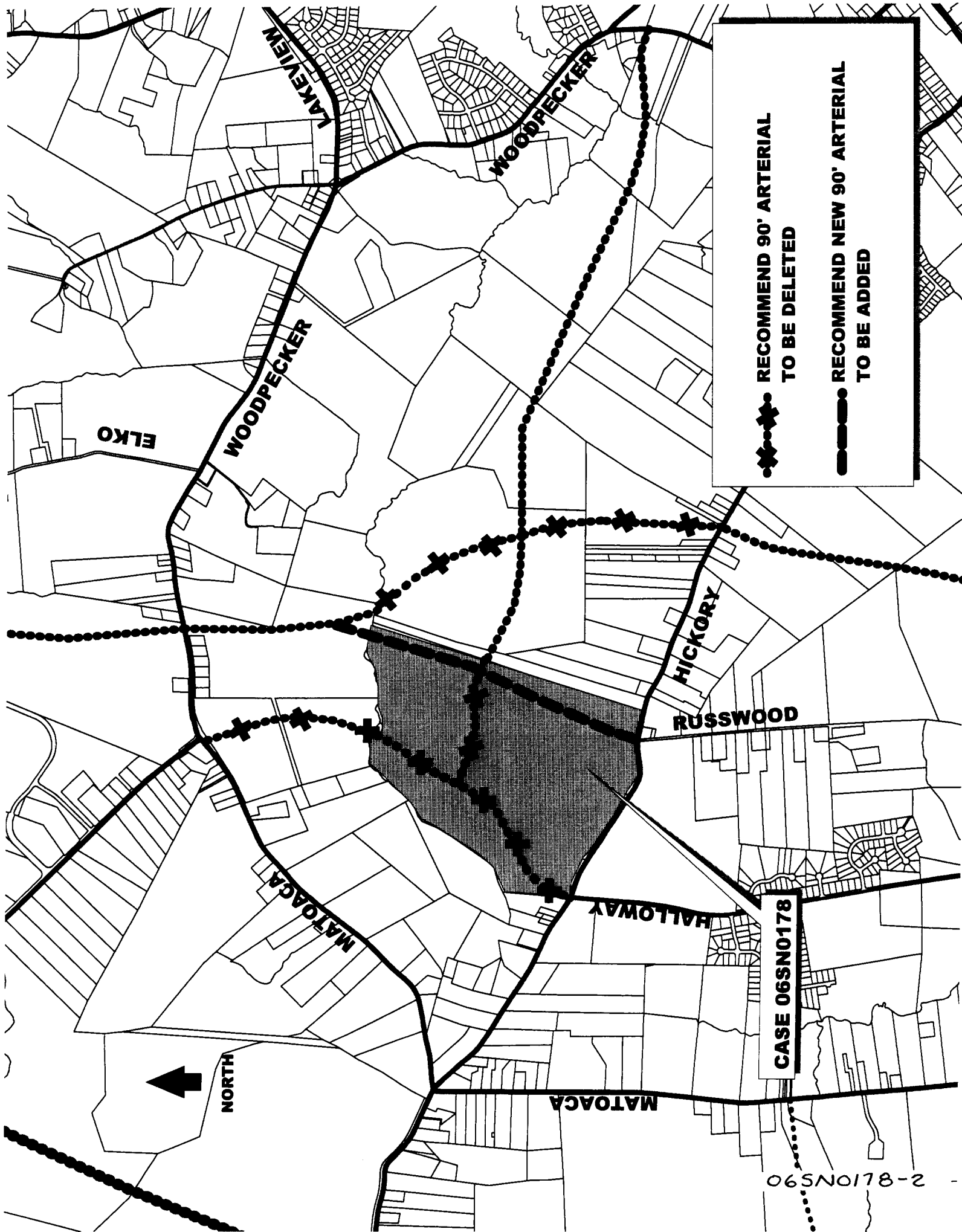



RECOMMEND 90' ARTERIAL
TO BE DELETED


RECOMMEND NEW 90' ARTERIAL
TO BE ADDED

CASE 06SN0178

1-810NS90



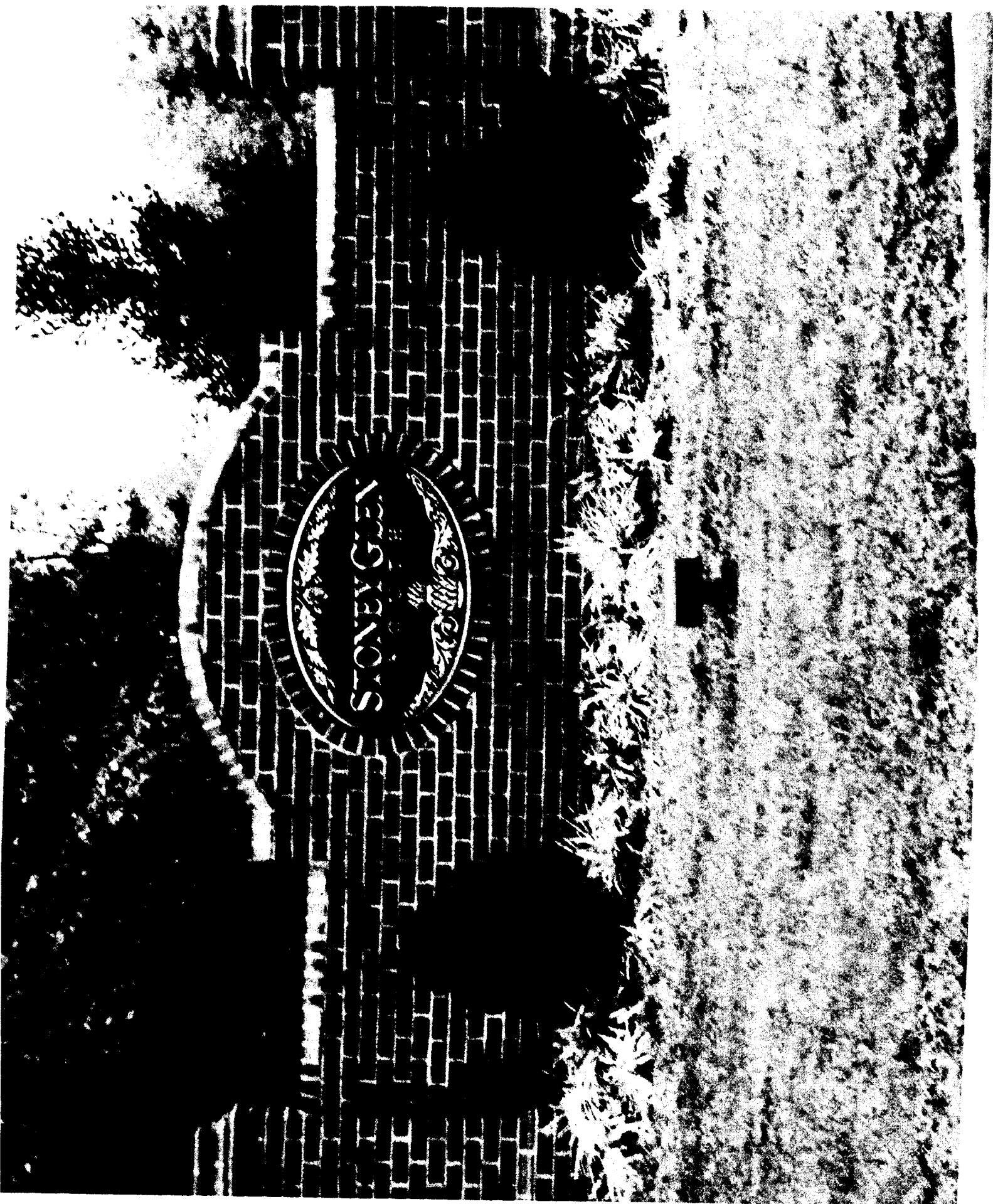
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CASE 06SN0178

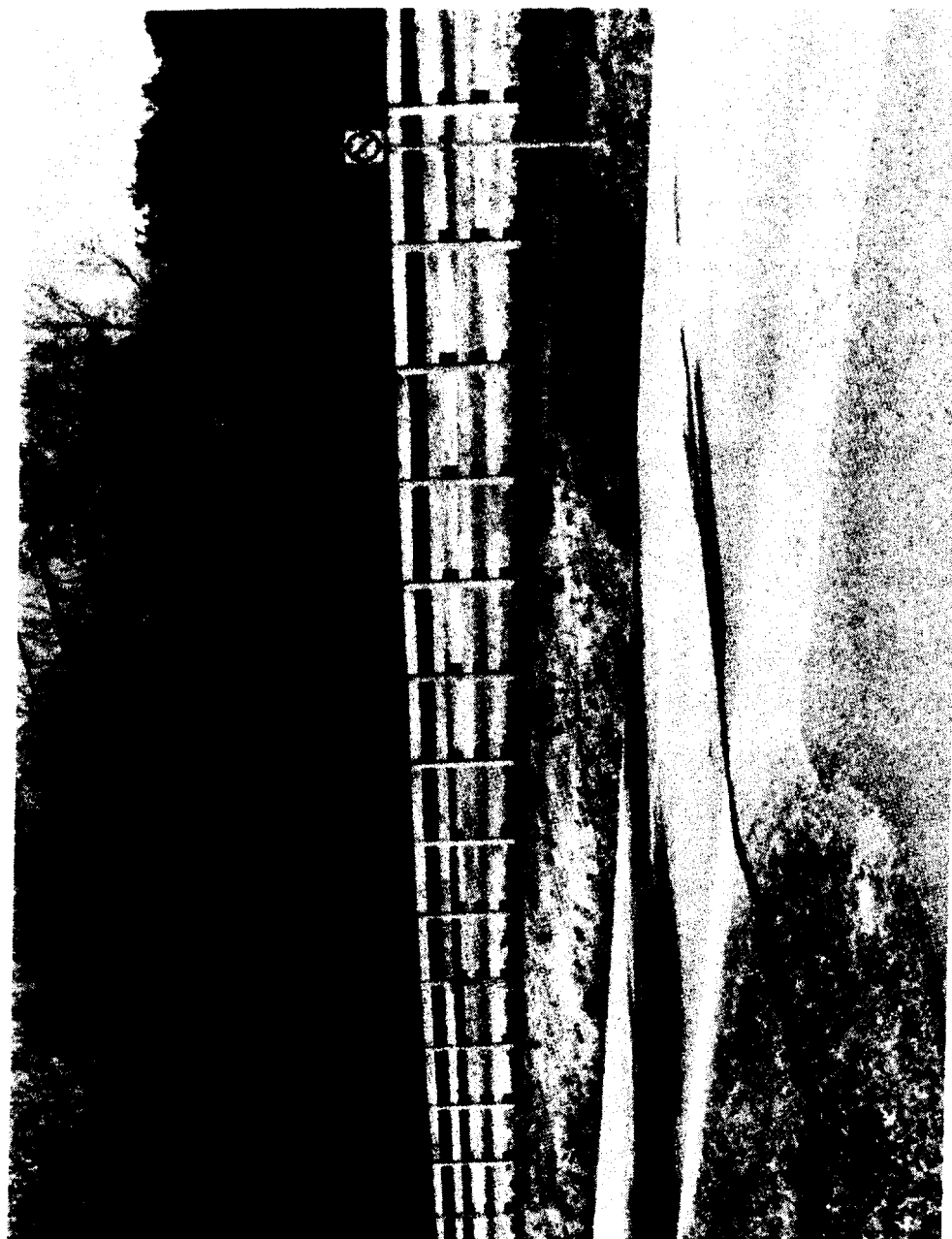
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EXHIBIT "A"



065N0178-3

EXHIBIT "B"



065NO178-4